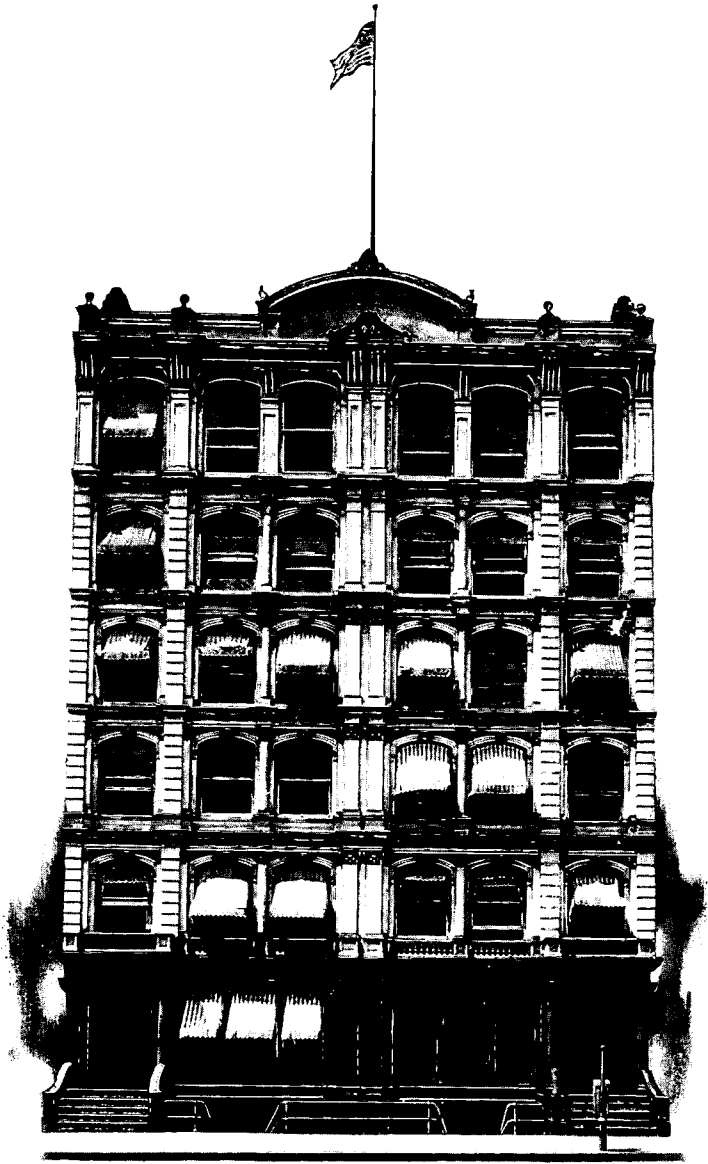


Organization of Department of Commerce and Labor



BUILDING OCCUPIED BY THE BUREAU OF STATISTICS

CHAPTER X

BUREAU OF STATISTICS

The value of the systematic and careful collection of information concerning the status of our commerce was recognized early in our history; and, in response to resolutions of Congress, the Secretary of the Treasury made frequent reports on the subject, which were subsequently collected and published in two volumes of the American State Papers.

By act of Congress approved February 10, 1820, the regular collection and publication of statistics of our foreign commerce was undertaken. This information was gathered through the collectors of customs, and a Division of Commerce and Navigation was organized in the Treasury Department which collated and published the information thus obtained. Joint resolution of Congress of June 15, 1844, authorized the Secretary of the Treasury to direct the collecting, arranging, and classifying of statistical information showing each year the condition of agriculture and domestic trade, and to report upon these subjects annually.

By act approved July 28, 1866, the Bureau of Statistics with a Director, was established in the Treasury Department. The former Division of Commerce and Navigation was consolidated with the Bureau of Statistics, and the act prescribed a large range of subjects upon which to compile statistics. The act of Congress approved July 20, 1868, abolished the office of Director of the Bureau and provided that the Special Commissioner of Revenue should superintend the Bureau; and the act also provided for a Deputy Special Commissioner to have charge of the Bureau of Statistics. The office of Special Commissioner of the Revenue expired July 1, 1870, and the title of Chief of Bureau of Statistics was given to the officer in charge and afterwards authorized by the Revised Statutes.

The work of the Bureau of Statistics was enlarged by act of Congress approved March 3, 1875, and statistics relating to the internal commerce of the country have been published since that year under special appropriations.

The old law of 1820 omitted statistics relating to commerce, other than that borne in vessels, but the act of March 3, 1893, amending

section 1 of the act of July 16, 1892, remedied this by providing for statistics of exports of commodities by railways and land carriages. In 1902, by law approved April 29 of that year, the work of the Bureau was extended to include statistics of commerce with Alaska, Porto Rico, Hawaii, Philippine Islands, Guam, and other noncontiguous territory.

By the law approved February 14, 1903 (An act to establish the Department of Commerce and Labor), the Bureau of Statistics was transferred from the Treasury Department to the Department of Commerce and Labor, from and after July 1, 1903.

Chiefs of the Bureau of Statistics with dates of service.

Name.	From—	To—
Alexander Delmar.....	Sept. 6, 1866	Dec. 31, 1869
Francis A. Walker.....	Jan. 14, 1869	Feb. 7, 1870
Edward Young.....	July 1, 1870	Aug. 31, 1878
Joseph Nimmo, jr.....	Sept. 1, 1878	May 31, 1885
William F. Switzler.....	June 1, 1885	Oct. 15, 1889
Sidney G. Brock.....	Oct. 16, 1889	June 16, 1893
Worthington C. Ford.....	June 17, 1893	May 8, 1898
O. P. Austin.....	May 9, 1898

BUREAU OF FOREIGN COMMERCE

The law of February 14, 1903, provides for the transfer of the Bureau of Foreign Commerce of the State Department, to the Department of Commerce and Labor, for consolidation with the Bureau of Statistics, transferred from the Treasury Department, the two to constitute one bureau to be called the Bureau of Statistics.

In accordance with section 11 of the act of February 14, 1903 (see p. 30), the Bureau of Trade Relations has been organized in the State Department for the formulation and transmission of correspondence between the Department of Commerce and Labor and consular officers.

The Bureau of Foreign Commerce was, until the 1st of July, 1897, the Bureau of Statistics of the Department of State. Owing to the confusion arising from the fact that there was also a Bureau of Statistics in the Treasury Department and a Division of Statistics in the Department of Agriculture, Congress authorized the change of the name to Bureau of Foreign Commerce, on July 1, 1897, this name more clearly indicating the functions of the Bureau.

The Bureau of Statistics (State Department) had its origin in an act of Congress approved August 16, 1842, which made it the duty of the Secretary of State "to lay before Congress, annually, at the commencement of its session, in a compendious form, all such changes and modifications in the commercial systems of other nations, whether by treaties, duties on imports and exports, or other regulations, as shall

have come to the knowledge of the Department." In a communication to the President of the Senate, February 4, 1857 (Ex. Doc. No. 35, Thirty-fourth Congress, third session), Secretary of State Marcy called attention to a previous statement (in 1855) in which he said that "but three attempts had been made to comply with the requisitions of the act of 1842; the first by Mr. Secretary Webster in 1842, the second by Mr. Secretary Upshur in 1843, and the third, and last, by Mr. Secretary Calhoun, in 1844." Mr. Webster, in 1842, recommended to Congress that the work "be intrusted to one person, under the direction of the Department, who should arrange and condense information on commercial subjects from time to time, as it should be received, and should have charge of the correspondence on these subjects with agents of the Government abroad." No action was taken by Congress until fourteen years later. By an act approved August 18, 1856 (11 Stat., 62), the act of 1842 was amended so as to make it obligatory upon the Secretary of State, in addition to changes and modifications in the commercial systems of other nations, to include in his annual report to Congress "all other commercial information communicated to the State Department by consular and diplomatic agents of this Government abroad, or contained in the official publications of other Governments, which he shall deem sufficiently important." It was further declared to be the duty of consuls and commercial agents to procure such information in such manner and at such times as the Department of State might prescribe, and the Secretary of State was "authorized and required to appoint one clerk who shall have charge of statistics in said department and shall be called 'Superintendent of Statistics.'"

"Thus," says Secretary Marcy, in his letter of February 4, 1857, "the 'Statistical Office of the Department of State,' which had been organized two years before for the preparation of a general Report on the Commercial Relations of the United States with Foreign Nations, in answer to a resolution of the House of Representatives, was by that law placed on a permanent basis."

The Bureau of Statistics was substituted for the "Statistical Office," July 1, 1874, under authority conferred by the legislative, executive, and judicial appropriation act of June 20, 1874, in an item providing a salary of \$2,400 each for six chiefs of bureau, including one of Statistics.

Until October 1, 1880, the duties of the Bureau of Statistics were restricted to the preparation of annual and occasional reports from consular officers, but on that date the publication of the monthly Consular Reports was begun, in pursuance of a recommendation of Secretary of State Evarts, in response to which Congress, at the previous session, had made provision "for printing and distributing more frequently the publications by the Department of State of the

consular and other reports." (See "Introductory," Consular Reports, No. 1, October, 1880.) The daily publication of reports in the form of Advance Sheets, combined afterwards in the monthly numbers, was begun January 1, 1898, by order of the Secretary of State of December 7, 1897.

Chiefs of the Bureau of Foreign Commerce, Department of State, with dates of service.

Name.	From—	To—
Charles Payson	July 1, 1874	Apr. 12, 1876
Michael Scanlan (in charge)	Apr. 13, 1876	May 31, 1876
Almont Barnes	June 1, 1876	Oct. 10, 1876
Michael Scanlan (in charge)	Oct. 14, 1876	June 30, 1880
Michael Scanlan	July 1, 1880	Sept. 8, 1885
Worthington C. Ford	Sept. 9, 1885	Apr. 10, 1889
Michael Scanlan	Apr. 11, 1889	Apr. 16, 1893
Edward I. Renick	Apr. 17, 1893	Apr. 17, 1894
Frederic Emory	Apr. 17, 1894	June 30, 1903

LAW PERTAINING TO THE BUREAU OF STATISTICS

[As modified by act of February 14, 1903.]

Organic.
R. S., 334.

There shall be in the Department of Commerce and Labor a Bureau to be called the Bureau of Statistics; and the Secretary of Commerce and Labor may appoint one division clerk, who shall superintend the Bureau, and shall be entitled to a salary of two thousand five hundred dollars a year.^a

Purpose of the
Bureau.
R. S., 335.

The purpose of the Bureau of Statistics is the collection, arrangement, and classification of such statistical information as may be procured, showing, or tending to show, each year the condition of the ^b[manufactures], domestic trade, ^c[currency, and banks] of the several States and Territories.

Annual report
of commerce and
navigation by
Bureau.
R. S., 336.

The Chief of the Bureau of Statistics shall, under the direction of the Secretary of Commerce and Labor, annually prepare a report on the statistics of commerce and navigation of the United States with foreign countries, to the close of the fiscal year. Such accounts shall comprehend all goods, wares, and merchandise exported from the United States to other countries; all goods, wares, and merchandise imported into the United States from other countries, and all navigation employed in the foreign trade of the United States; which facts shall be stated according to the principles and in the manner hereby directed.

Method of re-
ports.

First. The kinds, quantities, and values of all articles exported, and the kinds, quantities, and values of all articles imported, shall be distinctly stated in such accounts,

^aFour thousand dollars is appropriated for "officer in charge of Bureau of Statistics."

^bThese statistics are gathered and published by the Bureau of the Census. See pages 84, 87, 88.

^cThese statistics are gathered and published by the Comptroller of the Currency. R. S. 333 and amendments.

except in cases in which it may appear to the Secretary of Commerce and Labor that separate statements of the species, quantities, or values of any particular articles would swell the annual statements without utility; and, in such cases, the kinds and total values of such articles shall be stated together, or in such classes as the Secretary of Commerce and Labor may think fit.

Second. The exports shall be so stated as to show the exports to each foreign country, and their values; and the imports shall be so stated as to show the imports from each foreign country, and their values.

Third. The exports shall be so stated as to show, separately, the exports of articles of the production or manufacture of the United States, and their values; and the exports of articles of the production or manufacture of foreign countries, and their values.

Fourth. The navigation employed in the foreign trade of the United States shall be stated in such manner as to show the amount of the tonnage of all vessels departing from the United States for foreign countries; and, separately, the amount of such tonnage of vessels of the United States, and the amount of such tonnage of foreign vessels; and also the foreign nations to which such foreign tonnage belongs, and the amount of such tonnage belonging to each foreign nation; and in such manner as also to show the amount of the tonnage of all vessels departing for every particular foreign country with which the United States have any considerable commerce; and, separately, the amount of such tonnage of vessels of the United States, and the amount of such tonnage of foreign vessels; and in such manner as to show the amount of the tonnage of all vessels arriving in the United States from foreign countries; and, separately, the amount of such tonnage of vessels of the United States, and the amount of such tonnage of foreign vessels; and also the foreign nations to which such foreign tonnage belongs, and the amount of such tonnage belonging to each foreign nation; and in such manner as also to show the amount of the tonnage of all vessels arriving from every particular foreign country with which the United States have any considerable commerce; and, separately, the amount of such tonnage of vessels of the United States, and the amount of such tonnage of foreign vessels.

Fifth. Such accounts shall comprehend and include, in tabular form, the quantity by weight or measure, as well as the amount of value, of the several articles of foreign commerce, whether dutiable or otherwise; and also a similar and separate statement of the commerce of the United States with the British Provinces, under the late so-called reciprocity treaty with Great Britain.

The Secretary of Commerce and Labor shall make a report to Congress on the first Monday of January in each

Reports to Congress by Secretary.
R. S., 259.

year, containing the results of the information collected during the preceding year, by the Bureau of Statistics, upon the condition of the * * *,^a [manufactures], domestic trade, [currency, and banks] of the several States and Territories.

Printing.
Jan. 12, 1895.
(28 Stat., 616.)
Sec. 73.

[There shall be printed] of the Statistical Abstract of the United States, twelve thousand copies; three thousand for the Senate, six thousand for the House, and three thousand for distribution by the Bureau of Statistics.

Regulations
imposed on col-
lectors.
R. S., 537.

In order to enable the Chief of the Bureau of Statistics to prepare the annual report on the statistics of commerce and navigation required to be submitted to Congress by the Secretary of Commerce and Labor, the following regulations shall be observed by all collectors of customs:

First. The kinds and quantities of all imported articles free from duty shall be ascertained by entry, made upon oath or affirmation, by the owner, or by the consignee or agent of the importer, or by actual examination, where the collector shall think such examination necessary; and the values of all such articles shall be ascertained in the same manner in which the values of imports subject to duties ad valorem are ascertained.

Second. The values of all imported articles subject to specific duties shall be ascertained in the manner in which the values of imports subject to duties ad valorem are ascertained.

Third. These several collectors shall keep separate accounts of the kinds, quantities, and values of such parts of the imports subject to duties ad valorem as may be directed by the Secretary of Commerce and Labor.

Fourth. All articles exported shall be valued at their actual cost, or the values which they may truly bear, at the time of exportation, in the ports of the United States from which they are exported; and all articles imported shall be valued at their actual cost, or the values which they may truly bear in the foreign ports from which they are exported for importation into the United States, at the time of such exportation.

Fifth. Before a clearance shall be granted for any vessel bound to a foreign place, the collector shall require the owners, shippers, or consignors of the cargo to deliver to the collector manifests of the cargo, or of the parts thereof shipped by them respectively, which manifests shall specify the kinds and quantities of the articles shipped by them respectively, and the value of the total quantity of each kind of articles; and state that such manifest contains a full, just, and true account of all articles laden on board of such vessel by the owners, shippers, or consignors, respectively, and that the values of such articles are truly stated, according to their actual cost, or the values which they truly bear at the port and time of exportation. And the collector shall also require the master of the vessel, and the owners, shippers, and consignors of the cargo, to state

^a See notes ^b and ^c on page 106.

in writing, to the collector, the foreign place or country in which such cargo is truly intended to be landed. The manifests and statements hereby required shall be verified by the oath of the person by whom they are respectively made and subscribed.

Sixth. Every collector shall keep an accurate account of the national characters and tonnage of all vessels which depart from his district for foreign countries, and of the foreign places or countries for which such vessels depart; and, also, an accurate account of the national characters and tonnage of all vessels which enter his district from foreign countries, and of the foreign places or countries from which such vessels arrive.

Seventh. The several collectors shall make quarterly [monthly—see page 110] returns to the Bureau of Statistics of all the facts and matters which they are hereby required to ascertain.

Hereafter collectors of customs shall render to the Bureau of Statistics, in such manner and form and at such periods as the Secretary of Commerce and Labor may prescribe, returns of exports to foreign countries leaving the United States by rail. Any person who shall hereafter deliver to any railway or transportation company or other common carrier commodities for transportation and exportation by rail from the United States to foreign countries, shall also deliver to the collector of customs at the frontier port through which the goods pass into the foreign country a manifest, in such form as the Secretary of Commerce and Labor may prescribe, duly certified as to its accuracy by said person or his agent, exhibiting the kinds, quantities, and values of the several articles delivered by such person or his agent for exportation. And no railway car containing commodities, the product or manufacture of the United States or foreign goods, duty paid or free of duty, intended to be exported to any foreign country, shall be permitted hereafter to leave the United States until the agent of the railway or transportation company, or the person having such car in charge, shall deliver to the customs officer at the last port in the United States through which the commodities pass into foreign territory a manifest thereof, which shall specify the kinds and quantities of the commodities in the form prescribed by the Secretary of Commerce and Labor, and until the manifest, exhibiting the kinds, quantities and values of the several commodities, shall have been delivered to the collector of customs, as above required, by the person exporting such commodities, or by his agent, or information satisfactory to such customs officer as to the kind, quantities, and values of the domestic and foreign free or duty paid commodities laden on such car. The agent or employee of any railway or transportation company who shall transport such commodities into a foreign country before the delivery to the collector of customs of the manifest, as above

Returns by collectors of exports by rail.

July 16, 1892,
(27 Stat., 197) sec.
1, as amended
Mar. 3, 1893 (27
Stat., 689).

required shall be liable to a penalty of fifty dollars for each offense: *Provided*, That the provisions of this law shall apply to commodities transported to the frontier in railway cars for exportation and transshipment across the frontier into the adjacent foreign territory in ferry boats or vehicles, so far as to require the person in charge thereof to furnish to the collector of customs information of the kinds, quantities and values of such commodities: *And provided further*, That nothing contained in the foregoing shall be held as applicable to goods in transit between American ports by routes passing through foreign territory or to merchandise in transit between places in the Dominion of Canada by routes passing through the United States, or to merchandise arriving at the ports designated under the authority of section three thousand and five of the Revised Statutes, and which may be destined for places in the Republic of Mexico.

Coasting trade included.
R. S., 338.

The annual report of the statistics of commerce and navigation shall state the kinds, quantities, and value of the merchandise entered and cleared coastwise into and from the collection districts of the United States.

Annual report, by Bureau, of foreign and interstate commerce, and quarterly reports.
Mar. 3, 1875.
(18 Stat., 352.)

It shall be the duty of the officer in charge of the Bureau of Statistics to gather, collate, and annually report to the Secretary of Commerce and Labor, for transmission to Congress, statistics and facts relating to commerce with foreign nations and among the several States, "the railroad systems of this and other countries, the construction and operation of railroads, the actual cost of such construction and operation of railroads, the actual cost of transporting freights and passengers on railroads, and on canals, rivers, and other navigable waters of the United States, the charges imposed for such transportation of freight and passengers, and the tonnage transported; and the reports [see sec. 339 below] now by law required to be prepared and published monthly in the said Bureau of Statistics shall hereafter be prepared and published quarterly under the direction of the Secretary of Commerce and Labor.

Monthly report, by Bureau, of exports and imports.
R. S., 339.

The Chief of the Bureau of Statistics shall, under the direction of the Secretary of Commerce and Labor, prepare and publish monthly reports of the exports and imports of the United States, including the quantities and values of goods warehoused or withdrawn from warehouse, and such other statistics relative to the trade and industry of the country as the Secretary of Commerce and Labor may consider expedient. [See last clause of paragraph above.]

[R. S. 340 carried out by Bureau of Navigation under act of July 5, 1884, page 156.]

^a Statistics concerning railroads are gathered and published by the Interstate Commerce Commission. (Act of Feb. 4, 1887, as amended Mar. 2, 1889.)

The Chief of the Bureau of Statistics shall prepare an annual statement of all merchandise passing in transit through the United States to foreign countries, each description of merchandise, so far as practicable, warehoused, withdrawn from warehouse for consumption, for exportation, for transportation to other districts, and remaining in the warehouse at the end of the fiscal year.

Annual statement of merchandise by Bureau.
R. S., 341.

The Chief of the Bureau of Statistics shall collect, digest, and arrange, for the use of Congress, the statistics of the "manufactures of the United States, their localities, sources of raw material, markets, exchanges with the producing regions of the country, transportation of products,^b wages, and such other conditions as are found to affect their prosperity."

Statistics of manufactures.
R. S., 342.

The Secretary of Commerce and Labor shall cause the annual report on the statistics of commerce and navigation required from the Chief of the Bureau of Statistics to be prepared and printed according to law, and to be submitted to Congress at as early a day in each regular session as practicable, and not later than the first Monday in January.

Annual report.
R. S., 263.

[The Secretary of Commerce and Labor] shall also prescribe the forms of the annual statements to be submitted to Congress by him showing the actual state of commerce and navigation between the United States and foreign countries, or coastwise between the collection districts of the United States, in each year.

Forms of annual reports.
R. S., 251.

[The collection of data and employment of experts in connection with commerce is provided for in appropriation acts.]

Employment of experts.

^c [Duties transferred from State Department.]

The Secretary of Commerce and Labor shall annually lay before Congress:

Reports of commercial information to Congress.
R. S., 208.

A statement, in a compendious form, of all such * * * commercial information contained in the official publications of other governments, which he shall deem sufficiently important.

A synopsis of so much of the information which may have been communicated * * * by diplomatic and consular officers during the preceding year as he may deem valuable for public information; * * *

A statement of the lists of passengers arriving in the United States from foreign places, returned to him quarterly by the collectors of customs.

The Secretary of Commerce and Labor shall publish official notifications, from time to time, of such commercial information communicated * * * by diplomatic and consular officers, as he may deem important to the public interests, in such newspapers, not to exceed three in

Publication of commercial information.
R. S., 211.

^a See note ^b on page 106.

^b This duty now performed by Bureau of Labor. See law on page 61.

^c A list of United States consulates is given on page 377.

number, as he may select. [Now done through medium of "advance sheets."]

Commercial
returns from con-
suls.

*R. S., 1712.
June 18, 1888.
(25 Stat., 186.)*

Consuls and commercial agents of the United States in foreign countries shall procure and transmit to the Department of State [for the Department of Commerce and Labor] authentic commercial information respecting such countries, of such character and in such manner and form and at such times as the Department may from time to time prescribe.

Statement of
exports and im-
ports from con-
suls.

*Jan. 27, 1879.
(20 Stat., 273.)*

It shall be the duty of consuls to make to the Secretary of State [for the Secretary of Commerce and Labor] a quarterly statement of exports from, and imports to, the different places to which they are accredited, giving, as near as may be, the market price of the various articles of exports and imports, the duty and port charges, if any, on articles imported and exported, together with such general information as they may be able to obtain as to how, where, and through what channels a market may be opened for American products and manufactures. In addition to the duties now imposed by law, it shall be the duty of consuls and commercial agents of the United States, annually, to procure and transmit to the Department of State, as far as practicable, information respecting the rate of wages paid for skilled and unskilled labor within their respective jurisdictions.

Labor statistics.

Prices current
from consuls.

*R. S., 1713.
June 18, 1888.
(25 Stat., 186.)*

Every consular officer shall furnish to the Secretary of Commerce and Labor, as often as shall be required, the prices current of all articles of merchandise usually exported to the United States from the port or place in which he is situated; and he shall also furnish to the Secretary of Commerce and Labor, at least once in twelve months, the prices current of all articles of merchandise, including those of the farm, the garden, and the orchard, that are imported through the port or place in which he is stationed. And he shall also report as to the character of agricultural implements in use, and whether they are imported to or manufactured in that country.

Printing and
distribution of
reports.

*Jan. 12, 1895.
(28 Stat., 613.)*

Sec. 73.

Consular re-
ports.

^a [There shall be printed] of Commercial Relations and of Foreign Relations, three thousand copies of each; one thousand for the Senate and two thousand for the House.

[There shall be printed] of the Reports of Consular Officers, one thousand five hundred copies; five hundred for the Senate and one thousand for the House.

^a See page 108 for printing of Statistical Abstract.

There shall be printed monthly by the Public Printer thirty-five hundred copies of the Monthly Summary Statement of Imports and Exports and other statistical information prepared by the Chief of the Bureau of Statistics, Department of Commerce and Labor, five hundred copies of which shall be for the use of the Senate, one thousand copies for the use of the House of Representatives, and two thousand copies for the use of the Department of Commerce and Labor.

Monthly Summary.
Dec. 18, 1895.
(29 Stat., 459.)

All terms of measure, weight, and money shall be reduced to and expressed in terms of measure, weight, and coin of the United States, as well as in the foreign terms; that each issue of consular reports shall not exceed ten thousand copies. [Repeated in appropriation acts.]

Printing reports.
Mar. 9, 1898.
(30 Stat., 273.)

No part of such reports discussing partisan, political, religious or moral questions shall be published.

July 7, 1884.
(23 Stat., 255.)

[There shall be printed] nineteen thousand copies of the general summary entitled "Review of the World's Commerce," for the year nineteen hundred and one, of which three thousand shall be for the use of the Senate, six thousand for the use of the House of Representatives, and ten thousand for the use of the Department of State [Commerce and Labor]; and eleven thousand copies of Commercial Relations of the United States for the year nineteen hundred and one, including the general summary, of which two thousand shall be for the use of the Senate, four thousand for the use of the House of Representatives, and five thousand for the use of the Department of State [Commerce and Labor].

Mar. 18, 1902.
(32 Stat., 1766.)

[Purchase of reports and data by consuls for commercial reports and cost of cablegrams on subjects of immediate importance to commerce and industry are provided for in appropriation acts.]

[Statistics of the commerce and navigation between the United States and its noncontiguous territory are required by act of April 29, 1902; see page 255.]

Statistics of trade with Hawaii, etc.

[A chief clerk at a salary of \$2,250, statistical clerks, translators, and other employees are provided for the Bureau of Statistics. Authority for the Chief of the Bureau of Statistics is given on page 106.]

Personnel of Bureau.
Appropriation acts.